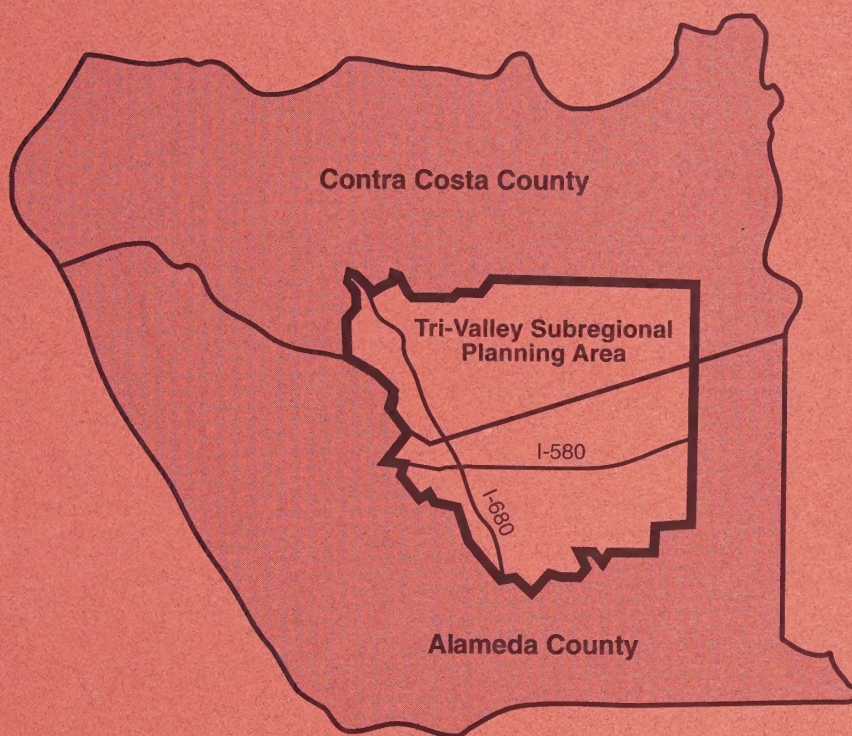
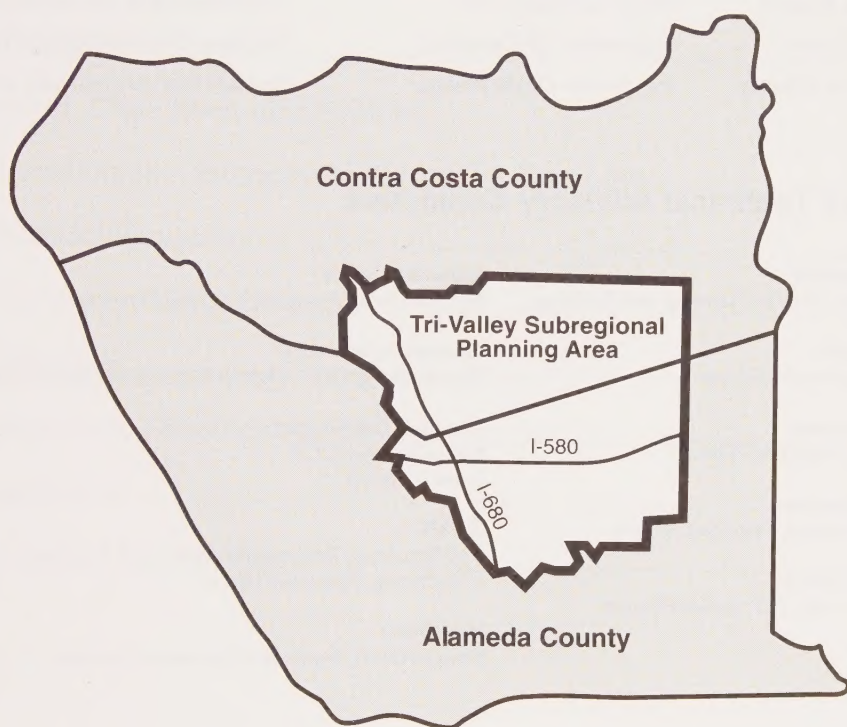


Tri-Valley Subregional Planning Strategy



DANVILLE • DUBLIN • LIVERMORE • PLEASANTON • SAN RAMON
ALAMEDA COUNTY • CONTRA COSTA COUNTY

Tri-Valley Subregional Planning Strategy



October 30, 1995

DANVILLE • DUBLIN • LIVERMORE • PLEASANTON • SAN RAMON
ALAMEDA COUNTY • CONTRA COSTA COUNTY

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The Tri-Valley Subregional Planning Strategy, Issues Report and Working Papers may be reviewed in the public libraries and planning departments of the participating jurisdictions. The documents are also available on the Internet at the following World Wide Web address: <http://www.abag.ca.gov/bayarea/trivalley/trivalley.htm>.


Tri-Valley Subregional Planning Strategy

Table of Contents

Introduction	1
Background, Objectives, and Policies	
I. Location and Intensity of Urban Development	3
II. Natural Resources	15
III. Transportation	23
IV. Housing	29
V. Economic Development	35
Implementation	43
Recommended Next Steps	47

Map

Map S-1. Planning Area



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INTRODUCTION

The Tri-Valley area, including the town of Danville, the cities of Dublin, Livermore, Pleasanton, and San Ramon, and the surrounding parts of Alameda and Contra Costa counties, is one of the fastest growing subregions of the San Francisco Bay Area. It has evolved from a primarily agricultural area in the 1950's, to an area of single-family residential suburbs in the 1960's and 1970's, to a major employment center in the 1980's. The area is expected to grow by another 77 percent in housing units and another 83 percent in the number of jobs between 1990 and 2010.

Managing this growth is essential, to protect environmental resources and the quality of life, to assure adequate transportation and other public services, to meet housing needs, and to maintain a healthy economy. These are challenges which affect residents, workers, and businesses throughout the Tri-Valley.

The seven local governments in the area have established the Tri-Valley Planning Committee (TVPC) to prepare this Subregional Planning Strategy. Its purpose is to address subregional planning issues that individual jurisdictions acting alone cannot otherwise deal with effectively. The program is funded by a grant from the Association of Bay Area Governments (ABAG) and the Bay Area Air Quality Management District, with technical support from ABAG, as well as staff support from all seven local governments.

The TVPC held regular public meetings from February through October, 1995, to develop the Strategy. A series of community workshops on issues in the spring and on the draft Strategy in the fall provided more public input. The objectives and policies in this document are unanimously supported by all TVPC members, except where otherwise noted. A Technical Supplement contains the Working Papers and Issues Report used to prepare the Strategy, a summary of public comments, a Model Regional Planning Element, maps, ABAG's Request for Proposals and Menu of Subregional Land Use Policies, and the Tri-Valley jurisdictions' grant proposal and Memorandum of Understanding.

The Strategy recommends subregional objectives and policies for the following subjects:

- Location and Intensity of Urban Development
- Natural Resources
- Transportation
- Housing
- Economic Development

Additionally, the Strategy contains an implementation section featuring local actions and cooperative programs that the participating jurisdictions may wish to undertake.

All seven local governments will consider these objectives and policies in future amendments to their general plans. The Tri-Valley Council, the predecessor organization to the TVPC which consists of local elected officials, will continue to meet regularly and recommend actions to implement the Strategy.

The Tri-Valley jurisdictions have a successful record of cooperative planning and action for transportation and affordable housing. There is a strong continuing commitment to implement the objectives and policies of the Strategy.

The Strategy will be directed toward the following regional goals adopted by the Association of Bay Area Governments and supported by the TVPC in its proposal for the ABAG grant. There have been some modifications to the language of these goals to fit the particular conditions of the Tri-Valley.

1. A pattern of compact, city-centered growth in the urban areas of the San Francisco Bay Area, with a balance of land uses guided into or around existing communities in order to preserve surrounding open space and agricultural land, as well as environmentally sensitive areas.
2. Growth directed to where infrastructure capacity is available or committed including, but not limited to, freeway, transit, water, solid waste disposal, and sewage treatment, and where natural resources will not be overburdened, and discourage urban growth in unincorporated areas.
3. Development patterns and policies that discourage long distance, single-occupant automobile commuting and increase resident access to employment, shopping, and recreation by transit or other non-auto means.
4. Firm urban growth boundaries with streamlined procedures that permit and direct development within these boundaries.
5. Increased housing supply, with a range of types and affordability and a suitable living environment to accommodate current and future workers and households.
6. Long-term protection and enhancement of agricultural land, ecologically sensitive areas, and open space, and of other irreplaceable natural resources necessary to the health, economy, and well-being of present and future generations, and to the sustainable ecology of the region.
7. Economic development which provides jobs for current and future residents, increases the tax base, supports and enhances California's position in the global marketplace, and helps provide the resources necessary to meet vital environmental, housing, transportation, and other needs.

BACKGROUND, OBJECTIVES, AND POLICIES

I. LOCATION AND INTENSITY OF URBAN DEVELOPMENT

Background

The Tri-Valley area encompasses some 363 square miles in the Diablo, San Ramon, and Livermore/Amador valleys. The planning area, which is illustrated on Map I-1, is bounded generally by the East Bay hills on the west, an east-west line extending through Mount Diablo State Park on the north, Altamont Pass and other parts of the Diablo Range on the east, and the watershed lands of the San Francisco Water District and the southern extent of the Livermore Valley on the south.

Until the 1950's the area was primarily agricultural. The cities of Pleasanton and Livermore, incorporated in the 19th century, provided services for the local agricultural economy. The establishment of Lawrence Livermore Laboratory and other major research facilities in the 1950's began to change the character of the area. The completion of the freeway system in the 1960's and early 1970's opened the area to extensive single-family suburban development, in unincorporated areas and near the cities of Pleasanton and Livermore. The three other cities, Danville and San Ramon in Contra Costa County and Dublin in Alameda County, incorporated in the early 1980's and included within their borders urbanized land that had previously developed under the jurisdictions of the two counties. During the 1980's the Tri-Valley area became a major center of employment for the region, with the development of the Bishop Ranch office park in San Ramon and the Hacienda Business Park in Pleasanton.

Since the 1980's the Tri-Valley jurisdictions have worked to address growth issues, through transportation systems management programs, growth management, and limitations on building permits. The general plans of both counties now include urban growth boundaries, and the Contra Costa jurisdictions participate in a growth management program linked to transportation funding under Measure A. Urban growth to the east of the area, in San Joaquin County, is now creating additional pressure on the Tri-Valley.

Projections for Housing and Jobs

ABAG's *Projections 94* report indicates that between 1990 and 2010 the number of housing units in the Tri-Valley area is expected to increase by 77 percent from about 78,000 to 138,300. The number of jobs in the area is expected to increase by about 83 percent over the 20-year period, from approximately 110,200 to 201,900. ABAG's regional and county projections are based on forecasts of the economy over the 20-year period. Local land use plans and policies, and regulations are among the key assumptions used in developing local forecasts. *[ABAG notes that its forecasts are not the policies of any individual city, county, or district.]*

Some citizens have raised the concern that the amount of growth allowed in general plans and projected by ABAG would exceed the capacity of transportation, water, wastewater disposal, and other public facilities, and would degrade air quality and other environmental resources. The cities and counties should address these concerns when they are considering amendments to their general plans for consistency with policies of the Strategy. Among the policies to be considered should be the requirement that transportation facilities and other services be in place as development occurs.

Public Facilities and Services

Water Supply

Water is supplied by East Bay Municipal Utility District (EBMUD), which serves as wholesaler and retailer, or by Zone 7 of Alameda County Flood Control and Water Conservation District as wholesaler for four retail agencies: Dublin San Ramon Services District, California Water Service Company, and the cities of Pleasanton and Livermore.

Major constraints on water supply are frequent long periods of drought, legal commitments which limit the amount of water that can be withdrawn from various sources, and competition among agricultural, urban, and environmental needs. According to the Background Report for the 1993 Alameda *East County Area Plan*, the present water supply for that planning area is insufficient to meet the needs of the projected population by 2010. The 1992 EIR for the Dougherty Valley Specific Plan in Contra Costa County found that EBMUD anticipates that water demands within its service area may exceed available supply.

Providing adequate, sustainable water for anticipated growth is a major subregional issue that will require coordinated planning, growth management, and cooperative efforts to obtain additional supplies in a manner that will meet agricultural and environmental, as well as urban, needs.

Wastewater Treatment and Disposal

Service providers are the Central Contra Costa Sanitary District (CCCSD), the Dublin San Ramon Services District (DSRSD), and the City of Livermore. Treated wastewater from Dublin, Livermore, Pleasanton, and the southern portion of San Ramon is exported to San Francisco Bay via a pipeline built by the Livermore-Amador Valley Water Management Agency (LAVWMA), a joint powers authority formed by these three agencies. This pipeline will have insufficient capacity to transport flows from LAVWMA's member agencies in the future. A new LAVWMA wastewater export system would be required to accommodate the major new developments to be served by the member agencies; however, there have been no final decisions regarding the design, location, and completion date of a new effluent export system.

CCCSD, which discharges its effluent to Suisun Bay, has identified its own interceptor and treatment plant capacity constraints to providing major service expansions in the study area. These capacity constraints could be relieved by upsizing facilities already included in CCCSD's long-range capital improvement plans. The major new developments proposed near CCCSD's existing facilities in the northern portion of the study area, however, are not within CCCSD's sphere of influence or service area.

Wastewater reclamation will play an increasingly important role in reducing the demand for both new potable water supplies and export of wastewater effluent. Reclamation programs, however, would not bridge the gap between available supplies and the demands generated by proposed new development.

Solid Waste

Existing landfills operated by Alameda and Contra Costa counties are expected to be adequate to accommodate solid waste generated by projected development. However, programs to reduce the supply of waste and to recycle materials are increasingly important to reduce the need to expand landfills.

Schools

Declining enrollment during the 1970's, resulting from a decrease in family size, led to the closure of some schools in the planning area. More recently, in-migration and higher birth rates have increased the demand for schools, and some districts in the Tri-Valley area are at or near capacity. The provision of needed school facilities is an issue that must be addressed during development approvals, subject to state law restrictions on school impact fees.

For the community colleges in the Tri-Valley area, there is an opportunity to coordinate “remote learning” programs, using computer technology in homes and employment centers. The business community can be an important part of these programs.

Other Public Services

The provision of other public services — police, fire, parks, child care — must be addressed at the time local governments are considering development proposals. The currently available information does not indicate major service shortfalls of subregional importance in these areas. However, it may be that efficiencies can be achieved through the consolidation of agencies at the subregional level to provide some of these services.

Suggested Objectives and Policies

The Tri-Valley area is largely developed in a low-density pattern, with residential, shopping, office, and industrial areas designed to be served primarily by the automobile. Plans for some communities express the intention of retaining a low-density, single-family residential environment. Significant changes in the established community fabric are therefore not expected.

There are, however, opportunities to focus additional development in patterns that are more compact and transit-friendly. Extensive residential and commercial growth is projected for the Tri-Valley area, and major transit improvements are planned. The *Tri-Valley Subregional Planning Strategy* can establish the basis for reshaping future development around existing communities, so that transit is supported, open space and agricultural land are preserved, and public services are used efficiently. The Strategy can present an alternative to the continuation of the present pattern of low-density sprawl, so that there are opportunities for a wider variety of residential, commercial, and mixed use areas. At the same time, the Strategy should recognize that the character of most existing communities has already been established and will remain unchanged.

The term 'urban' as used in the Strategy means development that requires municipal services, such as water and sewer, as opposed to rural development, which does not. Incorporated cities and towns and some unincorporated communities are considered 'urban,' even though they may have prevailing low density development patterns, as is the case in the Tri-Valley.

Following are suggested objectives for *Location and Intensity of Urban Development*:

1. Ensure that new development occurs in a compact community-centered pattern, and in a logical, orderly manner linked to the provision of needed services, to support existing communities, improve mobility, minimize public infrastructure costs, protect natural resources, and support economic activity.

The Committee had extensive discussions about the concept of "city-centered patterns of development," which has been used commonly in Bay Area regional and local planning for more than two decades. Some members felt that urban development should not take place in unincorporated areas. The consensus was that the term "compact community-centered development patterns" better conveys the intent to discourage "sprawl" if development occurs outside cities.

It was noted that compact development patterns would help to meet federal and state air quality standards. The Committee strongly recommends that development in unincorporated areas meet design and service standards of the city to which it is likely to annex.

2. Maintain performance standards and levels of service for public services and facilities, transportation, and open space.

There should be municipal levels of service assured for urban development, defined for example as response times for emergency services, acres of park land, congestion at major intersections, water supply, and school capacity.

3. Make the most efficient use of existing and future infrastructure.

Following are suggested policies for the Subregional Planning Strategy:

Urban Growth Boundaries

1. Establish urban growth boundaries and designate an adequate amount, range, and density of land use within these boundaries to meet projected needs for General Plan buildout.

There are various options for determining the "need" for urban development: General Plan buildout projections, 20-year growth projections by the local government or ABAG, projected housing needs, and land for which urban services are anticipated to be available over a certain period of time.

2. Urban growth boundaries should be regarded as a long-term commitment for managing the patterns of growth and development. As such they should be seen as a 20-year plan, subject to periodic review coincident with comprehensive general plan updates. Even at the time of review, revisions in urban growth boundaries should be permitted only in accordance with strict criteria: (a) They are otherwise consistent with the goals and policies of the appropriate city and county general plans; (b) They would not promote sprawl or leap-frog development, or induce further adjustments of the boundaries; and (c) They would not unacceptably affect visual resources.

3. Outside urban growth boundaries, allow uses which do not require an urban level of service and which do not conflict with the continuation of agricultural and other non-urban uses, including the following: agriculture, as defined by the local jurisdiction; rural residential, as defined by the local jurisdiction; resource management lands, such as quarries; public parks; recreation areas; open space; and continuation of existing developed areas, for example Alamo and Sunol, allowing for property improvements. Discourage development which is neither urban nor rural, such as subdivisions of two to three acres on agricultural land.

4. Inside urban growth boundaries, establish incentives to encourage development to occur in an orderly manner, adjacent to existing development before in more outlying sections. Discourage “leap-frog” development, which is at a distance so far from existing urban development that the costs of providing services are significantly greater than for areas adjacent to existing development. New development shall pay the full costs of municipal services, which must be timely, have assured financing, and meet urban standards.

There was extensive discussion about methods to encourage building from the inside out, rather than in a leapfrog pattern. Options include allowing higher densities adjacent to existing development than in outlying areas, denying city services to outlying development, and requiring a specific plan for the area between existing development and the outlying site. The consensus was that requiring new development to pay the full costs of services would result in market forces favoring infill.

5. To prevent conflicts between uses on either side of urban growth boundaries, allow lower density uses inside and near the boundaries, to provide transition/ buffer zones, to prevent conflicts with uses outside the boundaries such as between urban development and farming operations, and to minimize dangers to urban development such as wildfires.
6. Protect environmental resources within and near developed areas, both inside and outside urban growth boundaries.
7. Establish permanent areas of contiguous open space outside urban growth boundaries, to separate developed areas, protect views, and connect all parts of the Tri-Valley area.

If urban growth boundaries are subject to periodic review and revision, it is reasonable to establish a permanent contiguous area of open space that would not be subject to change. Within the open space area there could be a variety of private and public uses, including agriculture, rural residential, parks, private recreation, multi-use trails, and open space. A possible implementation method would be to establish a Tri-Valley Open Space Committee which could use development fees, voter-approved tax revenues, grants, dedications, and other fund sources to acquire open space.

8. Where public use is desired, areas should be publicly held and fairly acquired, or privately dedicated. A network of trails should be established, and wildlife corridors should be preserved.

Annexation and Urban Expansion

1. Encourage all urban development to be within cities. In situations where the county processes development applications, assure that urban services will be provided, that development will not adversely affect existing developed areas, and that development standards are consistent with those of the nearest city or cities.

See discussion under Objective 1 on Page 6 regarding "compact community-centered development patterns."

2. Encourage the Local Agency Formation Commissions to establish spheres of influence which indicate areas that each city intends to annex, at the time urban development is proposed. Spheres of influence should be considered a 20-year commitment, subject to periodic review coincident with comprehensive general plan revisions.
3. Within each sphere of influence, adopt an agreement among the affected cities, agencies, and the county to establish how development applications outside the city limits will be handled. The agreement should include a commitment to review development standards to assure that they are consistent and subject to the same interpretation, to include representatives of all affected jurisdictions in pre-application conferences with developers, to establish procedures for if and when annexation should take place, and to establish standards for tax-sharing agreements.

4. Give priority to developing vacant or underused land within existing city limits prior to an extension of development outside, unless needs for housing and economic vitality require development at a scale that is difficult to accomplish on an infill basis. At pre-application conferences, provide information about where land with urban services is available throughout the Tri-Valley area. Encourage growth management standards, higher densities, and other means to facilitate infill.
5. Local governments should use the following criteria to evaluate proposed annexations:
 - a. The land is within urban growth boundaries.
 - b. The capacities of agencies which provide such services as water, sewer, police, fire, transportation, solid waste disposal, parks, and schools are adequate or can be expanded to support the proposed development.
 - c. The land within incorporated areas is unsuitable or insufficient to meet current land use needs.
 - d. The land is a logical extension of an existing developed community.
 - e. The land is not under an agricultural preserve or open space contract.
 - f. The quality of the development proposed for the area to be annexed will enhance the existing community.
6. Encourage periodic joint review of planning areas between jurisdictions.

Growth Management/Infrastructure

Several issues relate to the management of growth, to assure that there are adequate public facilities and services to support new development.

1. Through local general plans, encourage growth to be directed to where infrastructure capacity is available or assured, including but not limited to roads, transit, water, solid waste disposal, and sewage treatment.
2. Establish within each local jurisdiction a growth management program that links development approvals to levels of service and performance standards for traffic, schools, parks, fire, police, sanitary sewer facilities, solid waste disposal, water, and flood control.
3. Invest in public facilities and amenities that support the infill development of existing communities.

4. Work with special purpose districts and other service providers to assure that necessary services are provided in advance of or concurrently with development.
5. Encourage efforts to improve the efficiency and quality in the provision of services on a subregional basis.
6. Extend urban services only within urban growth boundaries, to areas that are a logical extension of existing development, as determined by the land use planning agency.
7. Identify needed public facilities of subregional significance, and require that new development approvals are conditioned to assure that they contribute their fair share of the cost of such facilities.
8. Coordinate development policies and capital improvement programs of local governments and special districts at the subregional level, to assure that infrastructure and services are provided on a timely and cost-effective basis.
9. Consider the subregional impacts and mitigation measures in the environmental review of any major new public or private facility or expansion.

An example of a major facility with potential subregional impacts would be expansion of the Livermore Airport.

10. Assure that services to existing residential and business areas are maintained at an acceptable level when new development occurs.
11. Establish land use policies to discourage incompatible uses that would interfere with the operation of needed public facilities.

An example would be not allowing development that would interfere with wind energy operations within the designated Wind Resource Area east of Livermore.

Land Use and Development Intensity

1. Establish land use and development policies that reduce the need to travel, for example by locating employment, commercial, mixed use, residential, and service activities close together and by designing development so that it is easily accessible by transit, bicycle, and on foot.
2. Review and if appropriate revise general plan land use designations based upon the inventory of available land within the subregion, considering the supply of and demand for agricultural, commercial and industrial land.

3. Encourage higher density residential development to be located within convenient walking distance of downtowns and near major employment centers, shopping areas, transit centers, and along existing and planned bus routes and transit facilities.

Densities of 12 units or more per acre generally support bus or light rail transit efficiently, while lower densities are less efficiently served.

4. Encourage the development of downtowns in communities which do not have them, and sustain existing downtowns.
5. Encourage the maximization of densities in areas designated as high density.

The East County Area Plan, for example, contains incentives for residential development at no lower than the mid-point of the density range.

6. Develop programs to encourage infill, redevelopment and reuse of vacant and underused parcels within existing urban areas.
7. Establish subregional programs to address problems associated with redevelopment and infill.

Examples of such programs would be providing information about the effects of infill development and affordable housing, presenting testimony at public hearings, and working with environmental and other groups to gain support of development proposals that meet subregional goals.

II. NATURAL RESOURCES

Background

Natural Communities, Vegetation, Wildlife

The Tri-Valley area is bounded on the west by the Las Trampas/Pleasanton/Sunol ridge system and on the east by the slopes of the Mount Diablo Range. The rolling hills and grasslands support a variety of native and introduced plant and animal resources, although much of the land has been grazed for at least 100 years.

The undeveloped parts of the Tri-Valley consist of a number of natural communities, which are interrelated systems of plants, animals, and other organisms. The following natural communities or habitats of special concern, listed by the Department of Fish and Game's California Natural Diversity Data Base, occur in the Tri-Valley area:

- Valley Needlegrass Grassland
- Coastal and Valley Freshwater Marsh
- Great Valley Mixed Riparian Forest
- Alkali Meadow
- Alkali Seep
- Alkali Marsh
- Valley Oak Savanna
- Riparian Woodland
- Northern Claypan Vernal Pool
- Serpentine Bunchgrass
- Valley Sink Scrub
- Sycamore Alluvial Woodland

Each of these communities contains habitat characteristics which support native and introduced plant and animal species, some of which are endangered or threatened. The continued urban development in the area will result in the encroachment into and potential loss of some of the existing natural communities.

The Alameda-Contra Costa Biodiversity Working Group is now conducting an extensive study of the unique species, natural communities, ecosystems and wildlife corridors in an extensive area in the eastern counties. This information will be valuable for the implementation of Strategy policies.

Geology, Soils, Topography

The hills of the Tri-Valley area are part of the Diablo Range, which is in turn part of the Coast Range, which separates the area from the San Francisco Bay Plain. The Diablo Range consists of a series of ridges running in a northwesterly to southeasterly direction, with interspersed narrow, steep-sided valleys and canyons. Major peaks near the planning area which are part of the range include the 3,849-foot Mount Diablo to the north, the highest point in Contra Costa County, and 3,800-foot Rose Peak to the south, the highest point in Alameda County.

The Tri-Valley area is highly susceptible to earthquake hazards. The active Calaveras and Greenville faults extend through the area, parallel to the ranges of hills to the east and west. The Hayward Fault extends along the western border of the East Bay Hills. Much of the area is subject to damage from ground shaking and liquefaction, particularly in poorly consolidated alluvial soils. Seasonal weather conditions can lead to extreme fire danger.

Hydrology, Water Quality

Major watercourses in the northern part of the Tri-Valley area include the northern portion of San Ramon Creek, which flows into Walnut Creek and Suisun Bay, and the southern portion of San Ramon Creek, which merges with Alamo Creek and flows into Alameda Creek, which flows into San Francisco Bay. The arroyos in the Livermore drainage and the Sunol basin are also drained by Alameda Creek. Other important drainages in the area include Tassajara Creek, Arroyo Del Valle, Arroyo Mocho, and Arroyo Las Positas. There are no natural lakes in the area. A chain of ten lakes will be created from lands presently mined in the Pleasanton quarry area; they will be dedicated for public ownership after the year 2030.

Some areas along streams are subject to flooding, including where Arroyo de la Laguna flows under the I-680 freeway. Some siltation and erosion of creek banks have occurred, partly due to overgrazing and upper watershed development. Both surface and groundwater quality in the area is generally good, except for groundwater under Dublin, although some concentrations of nitrates have resulted from agricultural and residential wastewater.

Visual Resources

The Tri-Valley area contains visual resources representative of California's northern coast range and inland valley landscapes. These visual elements include expansive grass-covered grazing lands; steep, rolling hills and narrow ravines; broad valleys and prominent ridges; meandering tree-lined creeks and drainages; oak woodlands; pasturelands, dryland farmlands, orchards, and row croplands. Peaks and ridgelines of the Diablo Range and the Las Trampas/Pleasanton/Sunol range are visually prominent landform features. The visual quality of the area is based largely on its rural, pastoral character and its topographic diversity.

The two interstate highways passing through the area, I-580 running east-west and I-680 running north-south, provide panoramic views. I-680 is an officially designated State Scenic Highway, which requires special measures by local governments to protect views along the travel corridor.

Open Space, Recreation, Trails

Non-urbanized land uses in the Tri-Valley area include rural residential, agriculture (mostly grazing, with some irrigated cultivation), publicly owned regional parks and watershed lands, and special natural resource land uses such as sand and gravel quarries and windfarms. Other open space of subregional importance includes environmentally sensitive lands, such as critical habitat and sensitive viewsheds, and lands constrained by potentially hazardous conditions such as steep topography, landslides, flood and fault zones.

The East Bay Regional Park District owns and/or manages 34,886 acres in the Tri-Valley area, including the Las Trampas, Ohlone, and Sunol wilderness areas; Bishop Ranch open space area; Del Valle, Pleasanton Ridge, and Round Valley regional park; Tassajara Creek staging area; Morgan Territory preserve; and Shadow Cliffs recreation area. Potential future acquisition sites include Sycamore/Dougherty Valley and Devaney Canyon. The San Francisco Water Department owns additional watershed land, some of which overlaps with the Sunol and Ohlone regional parks, in the southern part of the planning area. A portion of Mount Diablo State Park is within the Tri-Valley area. Each of the local jurisdictions also operates park and recreation facilities. A regional trail system connects some of these major park and open space areas; the East Bay Regional Park District 1989 *Master Plan* and the Livermore Area Recreation and Park

District 1992 *Regional Trail Plan* propose connecting trails to complete the system. The “Iron Horse” trail, a former rail right-of-way extending north/south through the area, has the potential for a mix of trail and transit use; local policy provides that through the San Ramon Valley it is to be used for non-motorized transit.

Other large public land holdings are the 20,000-acre Los Vaqueros Reservoir and watershed, owned by Contra Costa Water District, now under construction; Brushy Peak, a 507-acre open space area owned by LARPD; Bethany Reservoir, 650 acres owned by the State Department of Water Resources; and Augustin Bernal Park in Pleasanton. There are approximately 56,000 acres of regional scale open space and watershed lands in the Tri-Valley area.

The importance of ridgeland areas in the area for scenic and environmental resources has long been recognized. For example, in 1977, the counties of Alameda, Contra Costa, and Santa Clara prepared a report, *Recommendations for the Ridgeland Areas*, to guide actions by the East Bay Regional Park District and local general plans and regulations. In 1994, the cities of Pleasanton and Hayward and Alameda County approved a Memorandum of Understanding regarding preservation of the Pleasanton Ridgeland Areas, for which a legal challenge is pending. These documents and other background information on environmental resources should be referred to the Tri-Valley Open Space Committee, if and when it is established, to be reviewed and updated.

Agricultural Lands

Cattle grazing, hay production, and wine grapes are the major agricultural uses in the Tri-Valley area. Much land in the rural parts of the area remains in large-lot agricultural use, under Williamson Act preserves. Owners of many parcels near existing urbanized areas have filed notices of non-renewal for their Williamson Act contracts.

Much of the area's productive crop lands, which are flatter and have the best agricultural soils, have been replaced by urban development, as agricultural production has become less profitable to land owners than development. An exception has been wine grape production in South Livermore, which has been increasing in recent years.

Quarries, Other Resources

Other important resource production areas in the Tri-Valley include the Pleasanton sand and gravel quarries and the wind farms around and near Altamont Pass, east of Livermore, in a state-designated resource area.

Air Quality

The hills surrounding the Tri-Valley area create a natural barrier that inhibits the flow of air. Most parts of the inland protected valleys here, which are downwind from pollution sources transported by prevailing winds, have generally lighter winds and a higher frequency of calm conditions when compared to the greater Bay Area. Occasional windy conditions, for example in San Ramon and Livermore, can accelerate the movement of polluted air from the east.

The combination of light winds, surrounding higher terrain, and frequent temperature inversions give parts of the area, especially the Livermore-Amador air basin, a high potential for pollution. During the summer conditions are conducive to the creation of ozone, and during the winter there can be build-ups of such pollutants as carbon monoxide and particulate matter. Consequently, the Tri-Valley area has more days when federal and state air quality standards are not met than most other parts of the Bay Area.

Suggested Objectives and Policies

As the Tri-Valley area has grown, so have concerns for maintaining air and water quality, protecting open space, streams and wetlands, ensuring the availability of land for parks and wildlife preserves, and retaining land for agriculture and other resource production. Because these resources cut across jurisdictional boundaries, a subregional approach to their protection is important.

Key objectives for Natural Resources are:

1. Preserve natural communities and corridors in order to maintain and enhance ecological health and diversity of plants and animals.
2. Preserve economically productive lands. These lands may include vineyards, horticulture, crop and grazing land, quarries, and wind energy production areas.
3. Ensure that sufficient open space lands are protected and provided to meet public demand and the needs of wildlife.
4. Create and enhance community identity through protection of community separators, hillsides, ridge lines and viewsheds, riparian corridors and key landscape features.

5. Guide development into areas with the least amount of environmental constraints; avoid areas with high risk of landslide, flood, fire, seismic, or other natural hazards.
6. Give equal attention to protection of natural communities and protection from natural hazards in guiding the location and design of future development. Buildings should be discouraged in areas of extreme natural hazards, where excessive disruption of the natural environment would be required to accommodate development.
7. Preserve and enhance air and water quality.
8. Protect watershed lands for purposes of water quality, flood control, and biological diversity.

Following are suggested policies for the Subregional Planning Strategy:

Conservation of Ecological and Cultural Resources

1. Share information about important biological, productive, and historic resources, and establish at the subregional level a cooperative program for preserving them.

2. Promote the efficient use of existing water supplies, including conservation and the use of reclaimed water, working with the provider agencies.
3. Establish comprehensive guidelines and strategies to protect and enhance the significant natural communities of the Tri-Valley, including wetlands, riparian areas, and oak woodlands. Adopt a multi-species protection approach.
4. Promote and establish a subregional approach for protecting contiguous sustainable habitat areas, through mitigation banking and other means.

When a development project involves degradation of a natural resource, such as a wetland, conditions of approval for the project usually require the mitigation of that impact by restoration of that resource on the site of the project. Mitigation banking would allow the larger-scale restoration of natural resources by providing for the collection of mitigation programs from more than one project to be applied at a site which could have greater restoration potential than smaller sites. It may be necessary to revise agency regulations that require on-site mitigation.

Preservation of Agricultural Resources

1. Encourage the continuation of agricultural uses.

Minimum parcel size for agricultural lands and programs for encouraging the economic viability of agriculture are to be determined by the counties.

2. Preserve for future agricultural use lands with suitable soils or other characteristics.
3. Preserve resources to allow the expansion of appropriate agricultural uses.
4. Protect agricultural activities by "right-to-farm" ordinances and/or buffer zones between urban and rural areas, to reduce conflicts; coordinate these ordinances among jurisdictions.

Right-to-farm ordinances assure that persons who move into urban development near agricultural operations are aware of and consent to possible nuisances from those operations, and also require design features such as setbacks and buffers to minimize conflicts.

Protection of Community Character

1. Plan for the incorporation of scenic ridgelines into a contiguous open space system connecting parts of the Tri-Valley area.

2. Design development in or near scenic ridgelines and other resource areas so that it has the minimum possible visual impact and so that it is compatible with the character of the open space area.

3. Encourage urban definers, either open space or design features, between communities which have not already grown together, through land use policies and a subregional dedication and acquisition program.

Examples of potential urban definer areas are Doolan Canyon between Dublin and Livermore and the quarry area between Pleasanton and Livermore.

4. On lands that have steep hillsides, encourage clustering in the flatter parts, open space preservation, and the protection of natural features such as trees, creeks, knolls, ridgelines, and rock outcroppings.

Air Quality

1. Work with federal, state, and regional regulatory agencies to protect air quality.
2. Encourage the use of modes of transportation other than the single-occupant automobile, to reduce air pollution.

3. Encourage the provision of services, facilities, and infrastructure to reduce the need to travel by single-occupant vehicles.

For example, new residential developments should be designed to accommodate fiber optic communications technology.

4. Encourage appropriate home occupations in residential neighborhoods.
5. Facilitate the provision of services such as child care, restaurants, banks, and convenience markets at major employment centers to reduce vehicle trips.

6. Require design measures and facilities to accommodate access by pedestrians, bicycles, and transit in new developments.

Examples would be pedestrian connections between shopping areas and adjacent residential neighborhoods and bus shelters near store entrances.

7. Preserve rights-of-way and land for stations and bicycle/pedestrian ways along future transit corridors.

Water Quality

1. Work with federal, state, and regional regulatory agencies to protect wetlands.

2. Preserve and enhance riparian and streamside areas in their natural state, wherever possible.
3. Enhance the resource value of wetlands and stream environments.

It is understood that in the implementation of this and other policies exceptions may be made because of special circumstances.

4. Coordinate at the subregional level responses to federal, state, and regional water quality requirements.
5. Coordinate standards for “best management practices” for storm water runoff to protect water quality.

Tri-Valley jurisdictions should coordinate with the Regional Water Quality Control Board to implement its Water Quality Control Plan, in order to protect the designated beneficial water uses of local surface and groundwaters.

6. Protect surface and ground water quality in order to ensure high standards. Ensure a sufficient and sustainable quantity of potable water.

Natural Hazards

1. Establish appropriate subregional approaches to reduce damage from natural hazards, such as wildfires, flooding, earthquakes, and landslides.
2. Strongly encourage the use of detention basins by developers to reduce peak stormwater runoff during statistically significant rainfall events; a goal of ‘no net peak flow runoff increase’ should be pursued.
3. Subregional common detention facilities should be established so that combined small developments may mitigate their peak flows cooperatively.
4. Where possible, design detention basins to allow public amenities, recreation, natural habitat, and agriculture.

III. TRANSPORTATION

Background

The 1995 *Tri-Valley Transportation Plan/Action Plan for Routes of Regional Significance*, prepared by the Tri-Valley Transportation Council, covers approximately the same area as this Strategy. The Transportation Plan represents the Action Plan for Routes of Regional Significance for Contra Costa County jurisdictions, as mandated by Measure C. Alameda County Tri-Valley jurisdictions have also adopted the concept of Regional Route Action Plans, although not specifically required by Alameda County's Measure B. The plan also provides information that can be incorporated into the Congestion Management Programs for the two counties.

The Transportation Plan is designed to accommodate projected growth in the Tri-Valley area. It recommends 12 major projects, including freeway interchange improvements, High Occupancy Vehicle Lane extensions, the BART extension to Dublin/Pleasanton, improvements to State Route 84 between I-580 and I-680, improvements to arterial roads, and express bus service. Total cost would be more than \$1 billion, of which 30 percent

is unfunded; the plan recommends impact fees on new development to make up the difference. Even with these improvements, congestion at the entrances to the Tri-Valley area on the I-580 and I-680 freeways would continue, due to development outside the area, particularly in San Joaquin County to the east. The plan found that patterns of low density housing and commercial development in the Tri-Valley, which are expected to continue, cannot be served well with transit, given realistic funding expectations.

The Transportation Plan did not make recommendations in the areas of land use, natural resource protection, housing, and economic development. As a result of this Strategy's recommendations on these subjects it is possible that the recommendations of the Transportation Plan will need to be reviewed and if necessary revised. This is particularly true in the light of the fact that the 1990 growth projections used for the Transportation Plan were probably higher than projections that would be used now, because of the economic downturn.

Existing Transportation Conditions

State Highways

Interstate 580 is an eight-lane east-west freeway extending through the Tri-Valley area, with auxiliary lanes between Foothill Road and Santa Rita Road. Interstate 680 is a six-lane north-south freeway through the area. High occupancy vehicle lanes in I-680 are completed between State Route 24 in Walnut Creek and the county line at Alcosta Boulevard. Both freeways are designated as major truck routes. State Route 84 is an arterial street with varying lane configurations, connecting I-680 with I-580 on a diagonal, from south of Pleasanton to Livermore.

Both freeways operate at Level of Service “C” or better, indicating acceptable levels of congestion, throughout the area during peak hours, except for some sections and interchanges: a short segment between the I-580/I-680 interchange and the Santa Rita Road/Tassajara Road interchange in Pleasanton, a section of northbound I-680 between Stoneridge and the I-680/I-580 interchange, the segment of I-680 between Alcosta and the I-680/I-580 interchange; and I-680 from Crow Canyon Road to the I-680/24 interchange.

Routes of Regional Significance

The Transportation Plan designates Routes of Regional Significance, including all freeways and state highways and major arterial streets. Portions of Vasco Road, Vallecitos Road (Highway 84), First Street in Pleasanton, San Ramon Valley Boulevard, Crow Canyon Road, Hopyard Road, San Ramon Road, Dougherty Road, and Dublin Road are nearing capacity. Most intersections on these routes operate at Level of Service “D” or better, generally considered to be acceptable.

The plan also establishes transportation service objectives on Routes of Regional Significance, generally Level of Service “D” or better, and defines actions to maintain acceptable traffic conditions.

The Transportation Plan forecasts that under projected growth the freeways and arterial streets will experience severe congestion, without the recommended improvements.

Transit

The Bay Area Rapid Transit District (BART) provides feeder bus service between park-and-ride lots, business parks, and the Hayward and Walnut Creek BART stations. BART extensions to the Tri-Valley area are planned, with two stations in Dublin/Pleasanton and one eventually in Livermore. Bus service is provided by the Central Contra Costa Transit Authority and the Livermore/Amador Valley Transit Authority. In addition, employers in Bishop Ranch in San Ramon provide employee shuttles, and Hacienda Business Park employers in Pleasanton distribute free transit passes.

Trip Reduction/Travel Demand Management Ordinances

All Tri-Valley cities and counties have trip reduction ordinances in compliance with Congestion Management Program requirements and air quality regulations. Programs include employee commute coordinators, ridesharing-matching services, preferential parking for carpools, and flexible or staggered work hours.

Tri-Valley Bicycle Network

The Tri-Valley Transportation Council adopted the Tri-Valley Bike Plan in 1992. It includes three types of bicycle facilities: bicycle paths (Class I), bicycle lanes (Class II), and bicycle routes (Class III). Most of the facilities are Class II and Class III. The Iron Horse Trail, a mixed-use path for pedestrians, bicycles, and horses, is a Class I facility. It runs along the Southern Pacific right-of-way between Walnut Creek and Dublin. The cities of Dublin and Pleasanton are completing plans for an extension of the Iron Horse trail south of the freeway through Pleasanton.

Airport

The Livermore Airport, owned and operated by the City of Livermore, is the only airport in the Tri-Valley area. It is a general aviation airport south of I-580 near the Airport Boulevard interchange. There are now 607 aircraft based there, and the number is expected to increase as population and employment in the area grow. Current plans for the airport include improvements to support facilities, but no additional runways or extensions.

Suggested Objectives and Policies

Transportation has a direct impact on land use, air quality, mobility, and economic vitality, thereby significantly shaping the community's quality of life. Major routes need to be planned on a local, subregional and regional basis.

Major subregional objectives for transportation are:

1. Create an efficient, cost-effective multi-modal transportation system by focusing investment and development in a designated and coordinated transportation system.
2. Integrate land use and transportation planning in order to ensure patterns that facilitate safe, convenient mobility of people and goods at a reasonable cost, and to increase use of transit, bicycles, walking, and other alternatives to the solo driver.
3. Discourage long-distance, single-occupant automobile commuting while increasing access to employment, shopping and recreation by transit or other alternative modes.
4. Provide more streamlined transit service by establishing a unified and coordinated network consisting of all transportation agencies that serve the Tri-Valley area.

Following are suggested Transportation policies for the Subregional Planning Strategy:

Transportation Facilities

1. Work with federal, state, and regional agencies to improve transportation services and facilities.
2. Encourage the Tri-Valley Transportation Council to merge the policies of the Tri-Valley Planning Strategy into the Tri-Valley Transportation Action Plan, so that they are both consistent documents.
3. Encourage the Tri-Valley Transportation Council to examine proposals for new transportation facilities in the light of land use policies, growth management strategies, and analysis of likely growth anticipated under economic trends.

It is clear from the transportation analysis that engineering solutions are not adequate for addressing congestion problems. Planning for transportation improvements should take into account policies for changes in land use patterns which the Planning Strategy may address, as well as other factors affecting the actual demand for new transportation capacity, such as growth management programs and market trends affecting growth. It may also be necessary to accept a certain level of congestion.

4. Maximize transportation opportunities, enabling more people to live close to their jobs.
5. Encourage the increased use of transit and other alternative modes of transportation.
6. Coordinate service among transit providers to improve access to and the reliability, availability, and timeliness of service.

It is necessary to recognize the fact that funding for transit and other alternative transportation modes is limited and is likely to become more limited in the foreseeable future. Therefore, efficiency and coordination among service providers is even more critical.

7. Encourage subregional input into the expansion and operations of the Livermore Airport.

Livermore will soon update its Airport Master Plan. This process can provide an opportunity for input from other jurisdictions in the Tri-Valley area.

8. Complete a subregional network of trails for bicycles, pedestrians, and equestrians.
9. Encourage the use of and infrastructure for alternative fuel vehicles.

Examples include vehicles which use electricity or compressed natural gas.

10. Maximize the use of existing transportation infrastructure through such methods as Transportation Systems Management and Transportation Demand Management.
11. Preserve existing rights of way for future transportation corridors.

Transit-Centered Development

1. Encourage transit-compatible development near future BART stations, along transportation corridors, in business parks, and in central business districts and other activity centers to create effective destination centers for transit.
2. Promote pedestrian-oriented mixed use centers, including residential, commercial and employment activities, easily accessible by foot, bicycle, or transit.
3. Increase residential and commercial densities in the proximity of transportation corridors.
4. Use appropriate incentives to encourage higher density transportation-centered development.

Examples of incentives include streamlined approval processes, sliding scale fees, and density bonuses.

5. Assure that new major commercial, office, or institutional centers are adequately served by transit.
6. Use design features in new development and redeveloped areas to encourage transit, bicycle, and pedestrian access, such as connections between activity centers and residential areas and road design that accommodates transit vehicles.

Mixed Use

1. Encourage employment and neighborhood shopping opportunities in or near residential areas.
2. Encourage employers to allow employees to work at home rather than commuting.
3. Promote the conversion of underused commercial and industrial sites for residential, mixed use, or live/work activities.
4. Encourage small-scale neighborhood telecommuting centers and the infrastructure needed to support them in or near residential areas, to enable residents to work close to home.

IV. HOUSING

Background

Existing Housing Supply

In 1990, the Tri-Valley area contained approximately 78,000 housing units, according to the Association of Bay Area Governments. The majority of the housing units in the Tri-Valley are single-family, more than 90 percent in Danville and between 65 and 79 percent in the other communities. By comparison, 60 percent of the entire San Francisco Bay Area housing supply is single-family units. Vacancy rates in 1990 ranged from 2.72 percent in Dublin to 5 percent in San Ramon, compared to 3.4 percent in the Bay Area as a whole.

Housing Supply Needs

The Tri-Valley area, like the San Francisco Bay Area in general, is experiencing a shortage of housing, as indicated by relatively low vacancy rates and by the fact that many Tri-Valley employees commute from outside the area. This shortfall reflects the rapid growth of employment in the 1980's and the fiscal disincentive to local governments to plan for new housing since Proposition 13 was passed in 1978. The shortfall is qualitative, as well as quantitative, in that the market has not produced housing affordable to Tri-Valley workers. Various market-rate housing developments have been approved, but not built.

A 1990 study conducted by Economic and Planning Systems (EPS) for the Tri-Valley Wastewater Authority indicated that under existing general plans there would be a deficit of nearly 50,000 housing units in comparison with jobs at buildout; this deficit would be reduced to about 21,000 if proposed general plan amendments, which called for extensive new residential development, were adopted. [Source: *Alameda East County Area Plan*, Volume 2, Background Reports, 1993.]

Housing Affordability Needs

Housing in the Tri-Valley area is too expensive for many people who hold jobs here. The EPS study indicated that under general plan buildout there would be a deficit of about 42,000 housing units for households earning less than \$28,400 annually. Households in this income category, which include many retail and service employees, can generally afford a unit with a purchase price of approximately \$107,000 or a monthly rent of \$700. The deficit for households in the \$28,400 to \$66,200 income range is expected to be almost 22,000 housing units. There is likely to be an oversupply of housing affordable to households in the over \$94,000 income range.

A consequence of this imbalance between income and affordable housing is the increasing number of Tri-Valley workers who live in east Contra Costa County and in the San Joaquin County communities of Tracy and Manteca and commute via the congested freeway system.

Meeting Housing Needs

The Tri-Valley Affordable Housing Committee was established in 1991 to promote below market rate and special needs housing through a coordinated subregional approach. The committee participated heavily in the development of State legislation that enables jurisdictions to “pool” their resources to develop affordable housing on a subregional basis. The committee has compiled information about affordable housing available in the Tri-Valley and has published brochures for homebuyers, tenants, developers, and property management groups.

Housing for Tri-Valley Workers

It is important to ensure an adequate supply of housing for people who work in the Tri-Valley area. When people live close to their places of employment, they commute shorter distances, thereby reducing traffic congestion and air pollution. People who spend less time commuting have more time to spend with their families and to become involved in the communities where they live. There is also a positive value in having the diversity of housing costs and types needed by many Tri-Valley employees.

The idea of a “jobs/housing balance” has been advanced as a means of providing housing close to places of employment. This is a numerical ratio between the number of jobs and the number of housing units in a given locality. It does not indicate a real “balance” of people actually living and working in nearby locations.

“Jobs/housing balance” calculations do not take into account the affordability of units relative to local jobs. Nor do they recognize the fact that there is usually more than one worker per household, one of whom may commute to outside the area. There is also the factor of personal choice, that some people are willing to spend more time commuting to work in return for a rural environment or other amenities unavailable closer to their places of employment.

There is a major gap between what many Tri-Valley jobs pay and the cost of most available housing. The objectives and policies for housing are directed toward increasing opportunities, especially for Tri-Valley workers, not toward achieving an elusive and meaningless numerical balance.

Suggested Objectives and Policies

Providing opportunities for people to live and work at nearby locations is a worthy goal, because it enables people to have strong ties to and be active in their community.

There is a strong connection in the housing market among all parts of the Tri-Valley area, and the need for housing supply and affordability should be viewed on a subregional basis.

These objectives and policies are similar to those in the Housing Elements of the general plans of the local governments in the Tri-Valley area. They are included here to provide a policy framework for any housing programs undertaken on a subregional basis.

Major subregional objectives for housing are:

- 1. Promote fair and equal access to housing for all persons regardless of race, color, religion, gender, disability, sexual orientation, age, national origin, or family status.
- 2. Strengthen interjurisdictional efforts to ensure a fair, equitable and rational distribution of very low-income, low-income, moderate-income, and special needs housing throughout the subregion consistent with land use policies, transportation services, and employment locations.

- 3. Facilitate the development of affordable and special needs housing especially near areas with superior transit service.
- 4. Consider affordable housing programs on a cooperative subregional basis, through the Tri-Valley Affordable Housing Committee.

Following are suggested policies for the Subregional Planning Strategy:

Housing Supply

- 1. Provide sites for multi-family housing especially in locations near existing or planned transportation and other services.
- 2. Discourage the redesignation of areas designated for high density development, require minimum densities in the development of those areas, and preserve higher-density sites for that use.
- 3. To meet a variety of housing needs, encourage a range of unit sizes, types, and lot designs in new residential development.
- 4. Provide flexibility in zoning to enable the reuse of underused or vacant commercial and industrial sites and buildings with housing, mixed use, and live/work space.

5. Promote the development of second units and shared housing in single-family areas.
6. In multi-family and attached single-family developments, encourage the provision of units and facilities to accommodate households with children and the elderly.
7. Encourage mixed use developments that combine residential uses with compatible commercial uses.
8. Establish incentives and design guidelines for constructing residential uses above ground floor commercial establishments.

There could be substantial benefits in the "retrofitting" of portions of present single-use commercial areas with housing, provided that such issues as adequate parking at all times are addressed.

Housing Affordability

1. Support the efforts of the Tri-Valley Affordable Housing Committee to promote housing for very low, low, and moderate-income households and for people with special needs.

Programs could include inter-jurisdictional participation in the development of affordable housing, organizing public/private partnerships for housing developments, and sub-regional programs to establish a housing data base, advocate legislation, and provide public information.

2. Encourage the rehabilitation of existing affordable housing, and maintain its affordability.
3. Preserve the affordability of existing subsidized units, or mitigate the effects of their becoming unsubsidized.
4. Establish methods for mitigating the displacement of affordable housing.

A possible implementation method would be a subregional Affordable Housing Trust Fund, which could pool mitigations for the development of affordable housing projects.

5. In order to increase affordability, encourage innovation in housing design, local regulations, and construction.

Manufactured housing may be an example of a potential cost-cutting construction method. Also, development standards such as sidewalk requirements could be modified for affordable housing developments.

6. Consider “inclusionary” requirements for new residential developments to provide a minimum of below market rate units, and standardize the methodology for calculating in lieu fees.

Different jurisdictions have different requirements for inclusionary housing, which is appropriate in view of varying local needs. It may be desirable for the Tri-Valley Affordable Housing Committee to develop a model ordinance.

7. Encourage public/private cooperation to ensure mutual understanding of subregional housing needs and practices of the development and finance market and to develop ways to lower housing costs.
8. Actively support the activities of non-profit organizations that provide affordable housing through technical assistance and other means.

Special Needs Housing

1. Encourage the provision of special needs housing, such as community care facilities for the elderly, the mentally or physically disabled, and dependent or neglected children, in residential and mixed-use areas especially near transit and other services.

2. Establish a subregional program to strive to prevent homelessness.

For example, the Tri-Valley Affordable Housing Committee could identify “at risk” households and refer them to sources of needed support.

3. Establish a cooperative program to designate specific sites, including vacant buildings, for the provision of homeless shelters and transitional housing and related services, and investigate public and private sources of funding for these facilities and services.

Housing for Tri-Valley Employees

1. Work with employers to develop partnerships for participating in programs to make housing affordable to their workers.

For example, office park developers could provide affordable housing on their sites, and employers could participate in home ownership assistance programs and in partnerships with non-profits, and provide information to existing and potential employees about available housing.

V. ECONOMIC DEVELOPMENT

Background

Economic Trends

In the San Francisco Bay Area since the early 1980's, there has been a rapid decentralization of employment away from traditional job centers to outlying locations, including the Tri-Valley area. This shift in growth has occurred in other metropolitan areas as well, with an emerging new urban form in which suburban "edge cities" have replaced the suburban bedroom communities which formerly surrounded the traditional central core.

The Tri-Valley area changed from a bedroom community in the 1970's to a regional employment center during the rapid employment growth of the 1980's. Between 1980 and 1990, the area gained more than 19,000 jobs alone from the construction of the Bishop Ranch and Hacienda Business Park. Although the rate of employment growth for the Tri-Valley area is expected to be lower between now and the year 2010 (5.9 percent) than it was in the 1980's (10.3 percent), it will still be higher than that projected for the Bay Area as a whole (1.6 percent).

The growth in service businesses is the driving force behind economic development in the Tri-Valley area. Continued investment in telecommunications and other technical infrastructure will be required for communities to remain competitive. The service economy depends on a labor force skilled in the use of computers, electronic technology, and information dissemination. However, service industries also employ low-skill, low-wage workers, who must commute long distances to work in communities which have not produced housing which these workers can afford.

Major Employers in the Tri-Valley Area

Bishop Ranch in San Ramon will contain 6.1 million square feet of office and manufacturing space and employ 28,000 persons when it is completed. Major employers include Chevron Corporation, Pacific Bell, IBM, Marriott International, Met Life, New York Life, and P. G. and E.

Hacienda Business Park in Pleasanton, covering 876 acres, is the largest development of its kind in Northern California. Approximately 5 million square feet of existing space now contains some 290 companies that employ about 13,500 workers. At buildout the park will contain 10 million square feet. Major employers include A. T. & T., Prudential Insurance, Hewlett-Packard, Sun Microsystems, General Electric, and Xerox.

Pleasanton also contains Stoneridge Mall, the second largest in the Bay Area, with 145 establishments including four anchor department stores.

The federally owned Lawrence Livermore National Laboratories occupies 821 acres just east of the Livermore City Limits. There are more than 9,600 persons directly employed at the site. Since its establishment in 1954 the laboratory has evolved from a center of nuclear weapons research, development, and testing to include basic and applied research in energy, environmental, and biological sciences. Sandia National Laboratories, to the south of Lawrence Livermore Laboratories, is operated by Lockheed Martin Corporation. It is an engineering sciences laboratory with 1,000 employees.

Existing and Projected Employment

ABAG projects an increase in Tri-Valley area jobs of about 83 percent between 1990 and 2010, from 110,220 to 201,920. Whether this amount of growth will actually occur will depend upon various factors, including the provision of adequate transportation and other infrastructure. A 1991 survey of 48 businesses in the Tri-Valley area found that the cost and availability of raw land, the availability of existing leasable building space, the presence of a labor market, the political climate, and proximity to the consumer were the most important reasons for their choice of location. [Source: *Alameda East County Area Plan*, Volume 2, Background Reports.] Major factors in maintaining the area's attractiveness for economic development will be providing housing that workers can afford, providing water and wastewater disposal, addressing the problems of traffic congestion, and providing a welcoming political climate.

Fiscal/Revenues

In recent years it has become increasingly difficult for local governments to collect adequate revenues to cover the costs of providing services to residents and businesses. Since the passage of Proposition 13 in 1978, the amount of revenues available, especially from property taxes, has been drastically reduced, while the cost of providing services has continued to increase. As a result, local governments have come to rely more heavily on other sources of revenue, altering their approach to land use planning and development.

Local governments are now placing greater emphasis on the fiscal impacts of land use decisions and less emphasis on creating balanced communities. Many have encouraged commercial development in order to increase sales tax revenues, or have sought industrial or high-end residential development which tends to bring in more property tax revenue than the cost of services required. The push for revenue-generating development has encouraged rapid urban expansion, and has created competition among jurisdictions for projects. Among the consequences are a lack of affordable housing and traffic congestion because of the long commutes between housing and jobs.

It would be possible for the jurisdictions in the Tri-Valley area to agree to a new method of dividing local tax revenue, to reduce the incentives for “fiscalization of land use.” A renegotiated tax sharing formula among the cities and the counties could address the division of property tax, sales tax and developer fees to encourage development that is beneficial to the subregion as a whole and ensure that all jurisdictions affected by new development receive a share of the revenue generated in proportion to the costs of providing services. The recent agreement between Alameda County and the City of Dublin for property in East Dublin is an example of how tax sharing negotiations can be combined with land use agreements.

Suggested Objectives and Policies

The entire Bay Area has been hit hard by an economic slowdown in recent years, compounded by the closing of military bases. The Tri-Valley area continues to be a center of vigorous growth as it has been since the 1980's, although at a less rapid rate.

General economic conditions are compounded by state fiscal policies that cause local jurisdictions to "fiscalize" land use planning and compete for revenue-producing development. These policies have led to overbuilding of commercial, especially retail, uses and adverse economic effects on existing downtowns, shopping centers, and business parks. Coordinated efforts are needed to achieve fiscal reform and equitable distribution of economic opportunity, to achieve mutual benefits for the entire Tri-Valley area. Other components of economic health include providing quality education, producing affordable housing, investing in transportation, and maintaining environmental quality.

Key subregional objectives for the economy are:

1. Retain and encourage the orderly expansion of existing businesses.
2. Attract new businesses that employ Tri-Valley residents.

3. Offset revenue-driven development through changes in state law that enable fiscal reform and interjurisdictional cooperation.
4. Continue and strengthen the productive, responsive relationship among local governments and the private sector in the Tri-Valley area to foster sustainable economic development.

Following are suggested policies for the Subregional Planning Strategy:

Economic Development and Retention

1. Encourage economic development which provides jobs for residents within the Tri-Valley area.
2. Develop housing in a range of sizes, prices, and rent levels to meet the needs of workers in the area and to ensure that prospective employers have a diverse local labor pool.
3. Attract small and medium size firms with good growth potential, including suppliers, service firms, and other support businesses, through various cooperative recruitment efforts and incentives.

Fast-track application processing is usually considered one such incentive, but because of State requirements such as CEQA and staff resources there are limits to how much faster applications can be processed. There should be a review of fees affecting development in the Tri-Valley, including fees charged by special districts, especially fees affecting affordable housing, and appropriate changes should be recommended.

4. Encourage the reuse of vacant and underutilized commercial and industrial buildings.

For example, planning departments could provide investors with information about existing commercial and industrial areas as alternatives to development on vacant land.

5. Facilitate expansion and retention or, if necessary, relocation of existing businesses within the subregion.

Local governments should publish clear explanations of how to obtain permits.

There are benefits to the entire Tri-Valley area if a business expands within the subregion, even though it may move to or expand in another municipality. There are economic multiplier effects that cross jurisdictional lines, such as employees shopping in a jurisdiction adjacent to where they work.

6. Facilitate the retention of existing large employers.

Examples are Lawrence Livermore Laboratories, Pacific Bell, and Chevron.

7. Ensure that capital improvements and other local programs respond to the infrastructure needs of business.

The timing and capacity of local infrastructure should support economic development. It is also important that public facilities be designed to accommodate technological change, such as the use of wireless communication and fuel-efficient vehicles.

Employment Development and Training

1. Facilitate the provision of programs for adequate and affordable child care.

Child care should be available at places of employment, including local government offices. Schools should be planned to include space for child care facilities. Transit centers, parks, and mixed use developments are good locations for child care.

2. Encourage the provision of job training and vocational education for Tri-Valley residents.

3. Encourage Tri-Valley employers to identify the existing and future educational requirements of the jobs they provide.
4. Encourage cooperative efforts among school districts, community colleges, and employers to offer appropriate classes and internships.

Consider establishing “remote learning” centers through a joint program by the Tri-Valley Business Council and the Community College District. The Tri-Valley Business Council and other business support groups have suggested implementing the state “School to Career” system, which links education and employment programs, in both Alameda and Contra Costa counties.

5. Encourage universities and community colleges to provide “lifetime learning” and job retraining programs.

Interjurisdictional Cooperation for Economic Development

1. Advocate changes in state and local fiscal policies in order to offset revenue-driven land use plans and development programs.

For example, the state constitution could be amended to allow a portion of the sales tax from each jurisdiction to be pooled to support jurisdictions which are providing housing which is affordable to service employees. Also, both the cities and the counties could explore a multi-jurisdictional impact fee on developments to support major needed new public capital improvements.

The California Constitutional Revision Commission is looking into various opportunities for restructuring and strengthening local governments. One idea is to allow the creation of voluntary local “community charters” that could provide services. Some incentives being discussed to encourage the establishment of these local agreements include the ability to propose local taxes with a vote of the people, relief from state mandates and potential reduction of the 2/3 vote requirement for General Obligation bonds.

2. Maintain an inventory of commercial and industrial sites, and establish creative subregional approaches for their development and reuse.

In conjunction with subregional efforts to attract and retain businesses, it would be reasonable to identify the most beneficial locations for businesses to locate and/or expand in the Tri-Valley area. Local governments and the business community could hold a forum on methods of encouraging the reuse of existing industrial and commercial buildings.

IMPLEMENTATION

Each of the policies in the Strategy lends itself to a different method of implementation. Some can be accomplished by local governments alone, for example by amending general plans or adopting recommended ordinances. Others may require new agreements among jurisdictions, for example to establish development standards within a Sphere of Influence. Others may require action by an agency other than the seven local governments, for example the East Bay Municipal Utility District or Metropolitan Transportation Commission. A background report on Implementation, included in the Technical Supplement, provides information on a range of options for each policy in the Strategy.

The Committee had extensive discussions about the type of organization that would be most appropriate to coordinate the implementation of policies recommended in the Strategy. Some members felt that a formal entity should be established by a Joint Powers Agreement among the seven jurisdictions, to review progress in implementation and recommend appropriate actions. The consensus was that no new overall Tri-Valley organization should be established, but that the existing Tri-Valley Council should be constituted by a Memorandum of Understanding to oversee implementation of the Strategy.

A. Actions by Local Government

Of the 107 policies recommended in the Strategy, 71 can be implemented by local government actions, for example:

- Amending general plans to establish urban growth boundaries.
- Directing growth to where infrastructure capacity exists.
- Encouraging infill and reuse of vacant and underused land.
- Establishing policies to protect natural resources and agriculture.
- Establishing transit-friendly development standards.
- Adopting Transportation Systems Management programs.
- Designating sites for multi-family housing.
- Adopting “inclusionary” housing requirements.
- Adopting capital improvements programs to support economic development.

The Strategy and the Technical Supplement contain information for use by the local governments in considering general plan amendments, regulations, and capital improvements programs. The three Working Papers on *Location and Intensity of Urban Development*, *Natural Resources/Transportation*, and *Housing/Economic Development* contain summaries of general plans policies in all seven jurisdictions, for use in comparing Strategy policies with those of existing documents.

B. Cooperative Agreements and Joint Programs Among Local Governments

Another 18 of the recommended policies can be accomplished by cooperative agreements and joint programs among local governments in cooperation with regional agencies, for example:

- Referring development applications to adjacent jurisdictions for review.
- Adopting agreements for development standards within a Sphere of Influence.
- Establishing a subregional database on infill/reuse sites.
- Establishing a subregional environmental mitigation banking program.
- Coordinating subregional transportation planning with the Strategy.

- Expanding the programs of the Tri-Valley Affordable Housing Committee.
- Cooperating in a subregional economic development and business retention program.

These cooperative programs could be done by two or more jurisdictions joining together to work out agreements or programs, or under the auspices of the Tri-Valley Council.

C. Actions by Other Government Agencies and/or Private Organizations

Another 18 of the recommended policies would require action by government agencies other than local governments, or by private organizations, for example:

- Establishing permanent areas of contiguous open space outside urban growth boundaries, by the East Bay Regional Park District, possibly in conjunction with a Tri-Valley Open Space Committee.
- Encouraging the Local Agency Formation Commissions to adopt policies consistent with the Strategy.
- Encouraging service provider and other regional agencies to adopt policies consistent with the Strategy.

- Working with transit provider agencies to coordinate service and acquire rights-of-way and land for facilities.
- Working with schools, colleges, and business groups to develop job training and vocational education programs.
- Advocating changes in state law to assure revenues to support necessary public services.

Working with the responsible entities to accomplish these policies could be done by individual local governments or under the auspices of the Tri-Valley Council.

D. Role of the Tri-Valley Council

The Tri-Valley Council (TVC) was established informally in 1984 to address issues of subregional concern. It consists of elected officials from Danville, Dublin, Livermore, Pleasanton, San Ramon, and Alameda and Contra Costa counties. The Tri-Valley Transportation Council, including the same jurisdictions, was established in 1991 through a Joint Powers Agreement; the Transportation Council directed the preparation of the Tri-Valley Transportation Plan. The Affordable Housing Committee was established in 1992 and the Tri-Valley Planning Committee, which directed the preparation of this Strategy, in 1994.

It is recommended that the TVC be constituted by approval of a Memorandum of Understanding by the seven jurisdictions, for the following purposes:

1. To review the status of implementation of the Subregional Planning Strategy.
2. To recommend priority actions for implementation.
3. To work with other government agencies and private organizations to implement the Strategy.
4. To encourage other government agencies and private organizations to work together to implement the strategy.
5. To recommend what the responsibilities of existing Tri-Valley committees should be, whether any should be reorganized or disbanded, and whether any new committees should be established. Appointments to committees will be made by the City Councils and Boards of Supervisors.
6. To evaluate on an on-going basis the organization and responsibilities of the Tri-Valley Council and, if appropriate, recommend changes to the seven jurisdictions.
7. To communicate with the Regional Planning Committee of ABAG and other interested organizations on progress in implementation of the Strategy.

TVC meetings should be widely noticed, with set agendas and extensive opportunities for public participation.

Staff support would continue to be shared among the jurisdictions. Arrangements should be made to assure even distribution of time and effort among planning departments.

RECOMMENDED NEXT STEPS

Following are the actions which are most critical to implementation of the Strategy and which should be undertaken as soon as possible:

1. The seven jurisdictions should approve a Memorandum of Understanding constituting the Tri-Valley Council as the entity responsible for overseeing the Strategy, as described above.
2. The seven jurisdictions should review their general plans for consistency with the policies of the Strategy and recommend appropriate general plan revisions.
3. All jurisdictions should review the land use and urban design policies in their general plans in relation to the locations of future BART stations; nearby areas present a prime opportunity for transit-related development, which is a key concept of the Strategy.
4. The Tri-Valley Transportation Council should integrate the policies of the Strategy into the Tri-Valley Transportation Plan. It may be possible to reduce the reliance on facilities to support single-occupant automobiles in the light of the Strategy's recommendations for transit-related land use patterns.
5. The seven jurisdictions should establish a Tri-Valley Open Space Committee, also including representatives of the East Bay Regional Park District, Livermore Area Recreation and Parks District, South Livermore Land Trust, Alameda-Contra Costa Biodiversity Working Group, agricultural, environmental, and possibly other related organizations. The committee would recommend open space and land conservation funding and protection mechanisms for the Tri-Valley area.
6. The Tri-Valley Affordable Housing Committee should expand its activities to include programs recommended in the Strategy.
7. A Tri-Valley Economic Development Committee should be established, to work with economic development and business support groups in carrying out policies recommended in the Strategy.

Map S-1. Planning Area

DISCLAIMER

Please note that the accuracy of the information displayed on the Tri-Valley Subregional Planning Project maps, which were produced using the City of San Ramon Geographical Information System (GIS), is deemed reliable, but is not guaranteed by the Tri-Valley Planning Committee (TVPC), the Technical Advisory Committee, or the City of San Ramon.

It is understood and accepted that the maps are composites of data obtained from several local jurisdictions and service providers', and as such are not the officially adopted maps of any one jurisdiction. It is quite possible that errors and omissions will occur in data input and/or programming done to provide the data in the form desired, and further understood and agreed that it is highly probable that errors and omissions will occur in any record keeping process, especially when large numbers of records are developed and maintained, and that the data may not meet the standards of the TVPC or any of the participating jurisdictions as to accuracy or completeness. Notwithstanding, the data has been taken "as is," fully expecting that there may well be errors and omissions in the data obtained.

The TVPC further understands and agrees, and makes absolutely no warranty whatsoever, whether expressed or implied, as to the accuracy, thoroughness, value, quality, validity, merchantability, suitability, conditions, or fitness for a particular purpose of the data or any other programming used to obtain the data, nor as to whether the data is error-free, up-to-date, complete or based upon accurate or meaningful facts.

TRI-VALLEY SUBREGIONAL PLANNING PROJECT

– Planning Area –

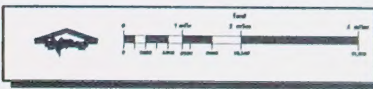
July 1995

MAP LEGEND

- TOWN OF DANVILLE**
 - Town Limits
 - Sphere of Influence
- CITY OF DUBLIN**
 - City Limits
 - Sphere of Influence
- CITY OF LIVERMORE**
 - City Limits
 - Sphere of Influence
- CITY OF PLEASANTON**
 - City Limits
 - Sphere of Influence
- CITY OF SAN RAMON**
 - City Limits
 - Sphere of Influence
- COUNTY JURISDICTION**
- SUBREGIONAL BOUNDARY**
- INTERSTATE HIGHWAY**
- MAJOR VEHICULAR ROUTES**
- BART LINE (Under Construction)**
- BART STATION (Under Construction)**
- RAILROAD RIGHT-OF-WAY**

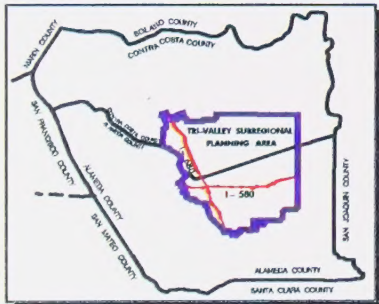
NOTES

MAP S - 1



DUBLIN

LOCATION DIAGRAM



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